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CENTRAL INTELLIGENCE AGENCY

Agency Compensation Study

(Contract No: 81-A610400-000)

Interim Report

Overseas Pay Study

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Interim Report
Overseas Pay Study

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A WIDE RANGE OF SERVICES

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EXECUTIVE SUMMARY

The objectives and scope of this phase of the CIA Compensation Study were to examine the overseas pay and position classification practices of the Agency from a total compensation point of view and to quantitatively assess the pay comparability of key positions within the overseas intelligence community. In order to accomplish this task, two teams of two consultants each, accompanied by representatives of CIA and NSA, spent most of the month of November in the overseas field where they interviewed, [] employees at [] sites. These interviews, which included positions in four major occupational areas and common among the three major "community" agencies (State, NSA, and CIA) were comprehensive and provided the factual basis for subsequent job evaluations and marketplace pay analysis. []

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TPF&C utilized a position evaluation methodology to quantitatively assess CIA job comparability with the rest of the overseas intelligence community. TPF&C chose the Factor Evaluation System (FES) developed by the U.S. Office of Personnel Management. While TPF&C does not believe the use of FES is the best method for evaluating CIA positions, (and highlights several of the shortcomings in the report), the method was employed for this study since it is widely used, understood and

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accepted in the Federal sector and could afford consistent comparisons across all community agencies. TPF&C did not attempt to validate the FS/GS linkage established by the Foreign Service Act of 1980, but rather to quantitatively evaluate the comparative value of the four benchmark positions studied. ☐

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In keeping with the total compensation approach, TPF&C also compared CIA overseas allowances and benefits with those of the other agencies and the private sector. In addition, TPF&C compared rates of pay for the benchmark positions with positions in the private sector which require similar skills. This analysis was affected, however, by the uniqueness of many of the positions in the intelligence community. ☐

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The overseas interviews disclosed both attributes of the work force and concerns on the part of employees regarding pay and other matters. Attributes included: a strong sense of patriotism among the employees; a belief that they were doing a job "worth doing"; little interest in leaving Federal/Agency employment; and an interest in living and traveling overseas. Pay concerns included: lack of comparability with State positions; frustration with being compared to other GS employees; and, as perceived by some, slow career progression. ☐

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TPF&C concludes that higher pay for CIA and NSA overseas employees is warranted as the analysis shows that differences

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in rates of pay do exist for comparable levels of work and recommends that the existing CIA 9.6% differential be extended pending additional review of the overall Agency pay system. ☐ 25X1

Upon completion of its Agency-wide pay review, TPF&C may recommend that the Agency exercise its prerogative to either establish a new overseas or Agency-wide pay system in order to facilitate the difficult job of recruiting, retaining and motivating employees engaged in performing unique missions. ☐ 25X1

Other recommendations contained in the overseas report include: considering a simpler and more relevant evaluation system; improving communications of existing employee benefits; and, increasing cooperation among personnel components of the intelligence community agencies. ☐ 25X1

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I. INTRODUCTION

Developing compensation strategies which will attract, retain and motivate employees are continuing sources of concern to all employers. No employer, including the Federal government, is exempt from the need to examine the impact of its pay philosophy and practices upon the morale, efficiency and productivity of its work force. Within the Federal government, compensation concerns are compounded by:

- o the high visibility of Federal pay levels;
- o the use of different salary systems to compensate and compare salary rates for employees who are working for the same employer,
- o the differences in statutory authority for different agencies to set rates of pay; and
- o the relative inflexibility of the Federal pay system to meet changes in the marketplace and the long period of time required to develop, approve, and implement changes in the Federal pay structures.

Compounding the pay problem for the Federal Government is the fact that several government agencies working in the same arena of foreign affairs compensate their employees using different systems of pay and benefits.

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A. BACKGROUND

The situation was further compounded in April 1980 with the passage of the Foreign Service Act (FSA) of 1980. While the FSA remedied a number of problems, it exacerbated others. Of particular concern is the issue of dissimilar pay rates for work that is perceived by agencies and employees to be of equal (or better) value to the United States Government.

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Agencies, such as the Central Intelligence Agency (CIA), believe that the work performed by their employees overseas is at least of equal value to their employer, the U.S. Government, and therefore, should be compensated as well as that of the Foreign Service.

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The CIA believes that all overseas employers in the Federal Government face similar difficulties in stationing personnel overseas because of the decreasing attractiveness of service abroad due to:

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- o increased terrorist activities and risk to personal and physical security;
- o increased numbers of working spouses;
- o increased inflation and changes in the value of the dollar;
- o greater emphasis by employees on the "quality of work life"; and

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- o decreased perquisites and benefits afforded to overseas Federal employees.

In response to a perceived need to maintain equity and morale within the foreign affairs community of the U.S. Government, the CIA instituted a 9.6% special pay raise for all of its overseas personnel in April 1981. This pay increase was to apply to "overseas" duty only, would lapse upon an employees return to the U.S.; and was in addition to the General Schedule increase.

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B. SPECIAL STUDY

Congress, as part of its oversight responsibility, requested that prior to any such pay adjustment becoming permanent that documentation be provided as to the need and appropriateness of this action. Furthermore, Congress requested that the analysis be conducted on an Intelligence Community-wide basis, i.e., Central Intelligence Agency, National Security Agency (NSA) and Defense Intelligence Agency (DIA). To enhance the documentation and to add third-party objectivity to the study, the CIA retained Towers, Perrin, Forster and Crosby (TPF&C), an international management consulting firm specializing in human resource consulting, to analyze and comment upon the problem of pay relationships. TPF&C was retained in September, 1981 to:

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- o review and analyze both overseas and domestic pay practices;
- o identify any existing compensation problems; and if appropriate
- o identify and recommend options for modifying the existing compensation systems.

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The conduct of the overseas portion of the assignment consisted of a series of steps:

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- o obtaining and reviewing background information;
- o receiving briefings and conducting background interviews;
- o participating in the selection of overseas benchmark positions and locations;
- o conducting on-site audits and evaluating overseas positions;
- o pricing the benchmark position in the marketplace;
- o researching and analyzing special benefits and allowance practices; and
- o preparing an interim report documenting the overseas portion of the study, our findings and recommendations.

This report documents our findings. It is divided into six sections. Section II contains TPF&C's interview analysis and findings. Section III documents the position evaluation methodology which was used and the evaluation results. Section IV contains a marketplace pay analysis of the benchmark positions. Section V provides an analysis of the allowance

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and special benefits offered to the overseas community. Section VI contains TPF&C's conclusions and recommendations.

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II. INTERVIEW ANALYSIS AND SUMMARY

This section of the report will explain the background, conduct and findings of the interview phase of the overseas portion of the study. We received excellent cooperation from the participating agencies during both the domestic background briefings and the foreign site visits. ☐

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A. BACKGROUND BRIEFINGS

In preparation for the overseas interviews, CIA, State, and NSA provided TPF&C with an extensive series of briefings; 21 briefings were conducted in total. The purpose of the briefings was to ensure that TPF&C understood the: ☐

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- o confidentiality of the work being conducted;
- o operational environments of the agencies involved;
- o basic position responsibilities and requirements;
- o terminology, personnel practices and personnel related problems of each agency; and
- o agencies' perspective on pay comparability issues.

B. CONDUCT OF THE INTERVIEWS

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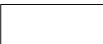
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The purpose of the interviews was to "audit" each benchmark position, document compensation issues of common concern, and obtain the information necessary for subsequent evaluation of the positions. All interviews were conducted in secure surroundings by TPF&C, and the agency personnel accompanying the teams were available to respond to questions or to provide clarifying information. The interviews followed a standardized interview format using the guide shown as Appendix A. At

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We found for many interviewees, that this was their first opportunity to talk about their work with an "outsider." After initial concerns about security clearances were resolved, interviewees appeared to welcome the opportunity to discuss their jobs. We received full cooperation at each post and from all interviewees. 

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C. JOB RESPONSIBILITIES

In order to highlight our understanding of the unique features of each position in each agency, we summarized our findings on Exhibit B. The exhibit is intended to highlight aspects of position responsibilities without having to resort to the development of lengthy position descriptions. ☐

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D. BACKGROUND AND CAREER PLANS

To highlight our understanding of the background and career plans of the interviewees, we prepared Exhibit C. Common to all the positions were the following attributes: ☐

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- o a strong sense of patriotism among those interviewed;
- o a belief that they were doing a job "worth doing";
- o little interest in leaving Federal/agency employment;
and,
- o an interest in living and traveling overseas.

E. PAY RELATED PROBLEMS

There were a number of general concerns that were pervasive throughout the overseas community. They are: ☐

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- o The Pay Cap - frustration with a cap on the pay of senior civilians. Although this has been alleviated to some extent by the recent action of Congress, providing adequate pay levels to attract, retain and motivate senior Federal officials will be a continuing

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III. POSITION EVALUATION METHODOLOGY AND FINDINGSA. BACKGROUND

The purpose of any job evaluation system is to assist an organization in identifying the relative internal value of its positions in relationship to each other. That is, a job evaluation system is used to determine, based upon an organization's value system, which positions are worth more to the organization and therefore, by implication, should receive greater compensation. ☐

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The major drawback to any job evaluation system is that it is inherently subjective. The factors chosen to identify the relative value of positions reflect value judgments by the persons developing the system. The weighting of the factors also reflect what an organization chooses to reward. ☐

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Most job evaluation systems in their effort to focus upon the assigned work of the position are designed to ignore the marketplace and the impact of individual performance upon the evaluated position. These concerns are dealt with via special salary structures and performance appraisal systems. ☐

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B. METHODOLOGY

For purposes of this assignment, TPF&C chose to evaluate the benchmark positions by making two assumptions: ☐

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1. The Federal Government could be regarded as a single employer with a single value system which could be applied to all positions in all agencies. ☐

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2. It is preferable to use an established job evaluation system reflecting previously established factors and weights rather than to develop a new system whose credibility has not been tested. ☐

Therefore, even though there proved to be limitations we chose to use the Factor Evaluation System developed by the U.S. Office of Personnel Management. We evaluated each position using the Primary Factor Evaluation System Standard. A copy of the Primary Standard is provided in Appendix B. ☐

We used the following job evaluation process: ☐

- o Prior to the interviews
 - reviewed position descriptions and background materials; and
 - studied the position standards.
- o During the interviews
 - obtained specific information from position incumbents in order to evaluate specific positions.
- o After completion of the interviews
 - completed a "first impressions" evaluation of each position using the primary standard and the Evaluation Summary sheet shown in Appendix C;
 - met as a team to review interview notes, compare impressions and talk through differences in interpretation of the standards, and their relevance to the data we had obtained; and

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- agreed to use the weighted average of our collective evaluations as the representative evaluation for each position at each grade level. (The results of this analysis are presented later in this section.)

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IV

IV. MARKETPLACE PAY ANALYSIS OF BENCHMARK POSITIONS

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A. BACKGROUND

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TPE&C THERMOPLASTIC ELASTOMERS, COMPOSITES, AND COATINGS

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officer, are straightforward and relatively easy to compare. Others, which are unique to one environment or another, such as a political officer or a sales representative are more difficult to compare and, thus, require greater judgment to identify an appropriate comparison. The comparison sometimes has to be based upon an analysis of the skills required to perform the work rather than the actual duties of the position itself.

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For the purposes of this study, we focused our market-place pricing on the four benchmark positions which we have examined throughout this assignment: the line officer, the administrative officer, the communications support officer, and the secretary. We matched each of these positions to a private sector position based upon:

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- o the duties and responsibilities of the position;
- o the types of skills, knowledges, and abilities required;
- o the experience required;
- o the results expected; and
- o the position title.

In making the matches, we relied extensively upon our understanding of the Federal positions gained through the

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interviews and our knowledge of private sector positions
gained in other consulting work.

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Finally, we have utilized total cash compensation where
appropriate. Total cash compensation is the sum of salary
plus incentive, bonus, commission or other direct cash
payments.

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C. ANALYSIS

The sources of salary data which were used are shown as Exhibit J. The resultant benchmark pricing is shown in Exhibit K.

Marketplace salary rates represent pay levels for fully competent, experienced performance in a position. The rate for new-hires in a position are normally lower than that shown by a marketplace rate.

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For purposes of the analysis, we compared the private sector marketplace pay rate with the midpoint of the position's GS or FS pay range, using the appropriate pay scale and grade.

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A comparison of the Federal salary midpoints with private sector rates shows that overall the Federal structure is set to pay competitively with the marketplace. TPF&C defines competitive pay as being within plus or minus 10% of the developed marketplace rate.

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Thus, our analysis shows that the Federal salary structure,

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using the four benchmark positions as a means of comparison, is set to pay competitively on-average with the private sector. This is not to imply, however that the positions which we analyzed were correctly classified. Positions such as communications specialists may be overgraded simply in order to meet-the-market. Overgrading occurs most often for positions which require skills which can be readily transferred into the private sector and are in demand. This is also not to imply that Federal employees working overseas are being paid competitively with private sector employees working overseas. ☐

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To make such a comparison we need to look at one other variable; namely, special overseas allowances and benefits. The marketplace data presented thus far in this report have been for U.S. based employees only and does not include the special allowances and benefits which are typically provided to private sector employees serving overseas. Since these allowances and benefits tend to be significant in amount and to some extent differ between the public and private sectors, the next section of this report is devoted to them.

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INTERVIEW GUIDE

Position Title: _____ Location: _____
 Organization: _____ Position Grade Level: _____
 Incumbent: _____ Date: _____

I. Your Job

1. Describe the main purpose of your job.
2. What are your actual duties and responsibilities? (provide examples)
3. To whom do you report?
4. What type of review and direction are you given?
5. Which position(s), if any, report to you?
6. What type of review and direction, if any, do you provide?
7. What are the financial or budgetary responsibilities of your position?
8. Do you plan, control, or monitor expenditures?
9. Comment on your working environment (physical demands, hazards, etc.)
10. In what ways does your job influence your life style? (opportunities for recreation, social activities, hobbies, etc.)
11. With what types of jobs and for what purposes does your job require contact? (Mention most regular contacts first).

a. Within the Organization
Type/Title Purpose

b. Outside the Organization
Type/Title Purpose

12. How does your job influence the success/failure of your organization? (give some examples).
13. Compare or contrast your job with the nearest equivalent
 - in other career services
 - in other agencies of the community
 - in other agencies of the Federal government
 - in the private sector

II. Your Background

14. How much formal education should someone have in order to be able to do your job successfully?
15. What kinds of experience would someone need to be able to do your job effectively?
 - o source of experience
 - o length of experience
16. What skills are most important in doing your job?
17. Mention other requisites of your job.

III. Your Career

18. What are your own career plans?
19. What makes your job difficult?
20. What helps to facilitate the job you do?
21. What is your overall attitude toward your job and your career?
22. Describe staff morale in general.

IV. Your Pay

23. Describe the adequacy of the overall pay program.
 - o adequacy of G.S. salary schedule
 - o actual pay (too high, too low, just about right - why?)
 - o benefits (inadequate, generous, adequate - why?)
 - o allowances (inadequate, generous, adequate - why?)
 - o other
24. What factors have the most important impact on your pay?
 - o i.e., experience, education, supervisory responsibility, geographic location, etc.
25. Do you think there are any inequities in the pay program?
 - o pay compression?
 - o positions that should be ranked higher?
 - o positions that should be ranked lower?
 - o geographic differentials?
 - o other differentials?

V. Additional Comments

November, 1981

PRIMARY STANDARD

The Primary Standard serves as a "standard-for-standards" for the Factor Evaluation System (FES). Factor-level descriptions for position classification standards are point-rated against the Primary Standard. Thus, it serves as a basic tool for maintaining alignment across occupations.

The Primary Standard has descriptions of each of the nine FES factors and the levels within each factor as well as the point values appropriate for each level. The nine factors are:

Factor 1, Knowledge Required by the Position

Factor 2, Supervisory Controls

Factor 3, Guidelines

Factor 4, Complexity

Factor 5, Scope and Effect

Factor 6, Personal Contacts

Factor 7, Purpose of Contacts

Factor 8, Physical Demands

Factor 9, Work Environment

Also included in the Primary Standard is a master grade conversion table showing the total point ranges (based on sets of complete factors) for grades GS-1 through GS-15.

UNITED STATES CIVIL SERVICE COMMISSION

POSITION CLASSIFICATION STANDARDS

Factor 1. Knowledge Required by the Position (Cont'd)

Factor 1. Knowledge Required by the Position (Cont'd)

Level 1-6

950 points

Knowledge of the principles, concepts, and methodology of a professional or administrative occupation as described at Level 1-5 which has been either: (a) supplemented by skill gained through job experience to permit independent performance of recurring assignments, or (b) supplemented by expanded professional or administrative knowledge gained through relevant graduate study or experience, which has provided skill in carrying out assignments, operations, and procedures in the occupation which are significantly more difficult and complex than those covered by Level 1-5;

OR

Practical knowledge of a wide range of technical methods, principles, and practices similar to a narrow area of a professional field, and skill in applying this knowledge to such assignments as the design and planning of difficult, but well-precedented projects;

OR

Equivalent knowledge and skill.

Level 1-7

1250 points

Knowledge of a wide range of concepts, principles, and practices in a professional or administrative occupation, such as would be gained through extended graduate study or experience, and skill in applying this knowledge to difficult and complex work assignments;

OR

A comprehensive, intensive, practical knowledge of a technical field and skill in applying this knowledge to the development of new methods, approaches, or procedures;

OR

Equivalent knowledge and skill.

Level 1-8

1550 points

Mastery of a professional or administrative field to:

—Apply experimental theories and new developments to problems not susceptible to treatment by accepted methods;

OR

—Make decisions or recommendations significantly changing, interpreting, or developing important public policies or programs;

OR

Equivalent skill and knowledge.

Level 1-9

1850 points

Mastery of a professional field to generate and develop new hypotheses and theories;

OR

Equivalent knowledge and skill.

FACTOR 2, SUPERVISORY CONTROLS

"Supervisory Controls" covers the nature and extent of direct or indirect controls exercised by the supervisor, the employee's responsibility, and the review of completed work. Controls are exercised by the supervisor in the way assignments are made, instructions are given to the employee, priorities and deadlines are set, and objectives and boundaries are defined. Responsibility of the employee depends upon the extent to which the employee is expected to develop the sequence and timing of various aspects of the work, to modify or recommend modification of instructions, and to participate in establishing priorities and defining objectives. The degree of review of completed work depends upon the nature and extent of the review, e.g., close and detailed review of each phase of the assignment; detailed review of the finished assignment; spot check of finished work for accuracy; or review only for adherence to policy.

Level 2-1

25 points

For both one-of-a-kind and repetitive tasks the supervisor makes specific assignments that are accompanied by clear, detailed, and specific instructions.

The employee works as instructed and consults with the supervisor as needed on all matters not specifically covered in the original instructions or guidelines.

For all positions the work is closely controlled. For some positions, the control is through the structured nature of the work itself; for others, it may be controlled by the circumstances in which it is performed. In some situations, the supervisor maintains control through review of the work which may include checking progress or reviewing completed work for accuracy, adequacy, and adherence to instructions and established procedures.

Factor 2, Supervisory Controls (Cont'd)

Level 2-2

125 points

The supervisor provides continuing or individual assignments by indicating generally what is to be done, limitations, quality and quantity expected, deadlines, and priority of assignments. The supervisor provides additional, specific instructions for new, difficult, or unusual assignments including suggested work methods or advice on source material available.

The employee uses initiative in carrying out recurring assignments independently without specific instruction, but refers deviations, problems, and unfamiliar situations not covered by instructions to the supervisor for decision or help.

The supervisor assures that finished work and methods used are technically accurate and in compliance with instructions or established procedures. Review of the work increases with more difficult assignments if the employee has not previously performed similar assignments.

Level 2-3

275 points

The supervisor makes assignments by defining objectives, priorities, and deadlines; and assists employee with unusual situations which do not have clear precedents.

The employee plans and carries out the successive steps and handles problems and deviations in the work assignment in accordance with instructions, policies, previous training, or accepted practices in the occupation.

Completed work is usually evaluated for technical soundness, appropriateness, and conformity to policy and requirements. The methods used in arriving at the end results are not usually reviewed in detail.

Level 2-4

450 points

The supervisor sets the overall objectives and resources available. The employee and supervisor, in consultation, develop the deadlines, projects, and work to be done.

At this level, the employee, having developed expertise in the line of work, is responsible for planning and carrying out the assignment; resolving most of the conflicts which arise; coordinating the work with

UNITED STATES CIVIL SERVICE COMMISSION

POSITION CLASSIFICATION STANDARDS

Factor 2, Supervisory Controls (Cont'd)

others as necessary; and interpreting policy on own initiative in terms of established objectives. In some assignments, the employee also determines the approach to be taken and the methodology to be used. The employee keeps the supervisor informed of progress, potentially controversial matters, or far-reaching implications.

Completed work is reviewed only from an overall standpoint in terms of feasibility, compatibility with other work, or effectiveness in meeting requirements or expected results.

Level 2-5

650 points

The supervisor provides administrative direction with assignments in terms of broadly defined missions or functions.

The employee has responsibility for planning, designing, and carrying out programs, projects, studies, or other work independently.

Results of the work are considered as technically authoritative and are normally accepted without significant change. If the work should be reviewed, the review concerns such matters as fulfillment of program objectives, effect of advice and influence of the overall program, or the contribution to the advancement of technology. Recommendations for new projects and alteration of objectives are usually evaluated for such considerations as availability of funds and other resources, broad program goals or national priorities.

FACTOR 3, GUIDELINES

This factor covers the nature of guidelines and the judgment needed to apply them. Guides used in General Schedule occupations include, for example: desk manuals, established procedures and policies, traditional practices, and reference materials such as dictionaries, style manuals, engineering handbooks, the pharmacopoeia, and the Federal Personnel Manual.

Individual jobs in different occupations vary in the specificity, applicability and availability of the guidelines for performance of assignments. Consequently, the constraints and judgmental demands placed upon employees also vary. For example, the existence of specific instructions, procedures, and policies may limit the opportunity of the employee to make or recommend decisions or actions. However, in the absence of procedures or under broadly stated objectives, employees in some occupations may use considerable judgment in researching literature and developing new methods.

Guidelines should not be confused with the knowledges described under Factor 1, Knowledge Required by the Position. Guidelines either provide reference data or impose certain constraints on the use of knowledges. For example, in the field of medical technology, for a particular diagnosis there may be three or four standardized tests set forth in a technical manual. A medical technologist is expected to know these diagnostic tests. However, in a given laboratory the policy may be to use only one of the tests, or the policy may state specifically under what conditions one or the other of these tests may be used.

Level 3-1

25 points

Specific, detailed guidelines covering all important aspects of the assignment are provided to the employee.

The employee works in strict adherence to the guidelines; deviations must be authorized by the supervisor.

Level 3-2

125 points

Procedures for doing the work have been established and a number of specific guidelines are available.

The number and similarity of guidelines and work situations requires

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Factor 3. Guidelines (Cont'd)

the employee to use judgment in locating and selecting the most appropriate guidelines, references, and procedures for application and in making minor deviations to adapt the guidelines in specific cases. At this level, the employee may also determine which of several established alternatives to use. Situations to which the existing guidelines cannot be applied or significant proposed deviations from the guidelines are referred to the supervisor.

Level 3-3

Guidelines are available, but are not completely applicable to the work or have gaps in specificity.

The employee uses judgment in interpreting and adapting guidelines such as agency policies, regulations, precedents, and work directions for application to specific cases or problems. The employee analyzes results and recommends changes.

Level 3-4

Administrative policies and precedents are applicable but are stated in general terms. Guidelines for performing the work are scarce or of limited use.

The employee uses initiative and resourcefulness in deviating from traditional methods or researching trends and patterns to develop new methods, criteria, or proposed new policies.

Level 3-5

Guidelines are broadly stated and nonspecific, e.g., broad policy statements and basic legislation which require extensive interpretation.

The employee must use judgment and ingenuity in interpreting the intent of the guides that do exist and in developing applications to specific areas of work. Frequently, the employee is recognized as a technical authority in the development and interpretation of guidelines.

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POSITION CLASSIFICATION STANDARDS

FACTOR 4. COMPLEXITY

This factor covers the nature, number, variety, and intricacy of tasks, steps, processes, or methods in the work performed; the difficulty in identifying what needs to be done, and the difficulty and originality involved in performing the work.

Level 4-1

The work consists of tasks that are clear-cut and directly related.

There is little or no choice to be made in deciding what needs to be done.

Actions to be taken or responses to be made are readily discernible. The work is quickly mastered.

Level 4-2

The work consists of duties that involve related steps, processes, or methods.

The decision regarding what needs to be done involves various choices requiring the employee to recognize the existence of and differences among a few easily recognizable situations.

Actions to be taken or responses to be made differ in such things as the source of information, the kind of transactions or entries, or other differences of a factual nature.

Level 4-3

The work includes various duties involving different and unrelated processes and methods.

The decision regarding what needs to be done depends upon the analysis of the subject, phase, or issues involved in each assignment, and the chosen course of action may have to be selected from many alternatives.

The work involves conditions and elements that must be identified and analyzed to discern interrelationships.

Level 4-4

The work typically includes varied duties requiring many different and unrelated processes and methods such as those relating to well-

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POSITION CLASSIFICATION STANDARDS

Factor 4, Complexity (Cont'd)

established aspects of an administrative or professional field.

Decisions regarding what needs to be done include the assessment of unusual circumstances, variations in approach, and incomplete or conflicting data.

The work requires making many decisions concerning such things as the interpreting of considerable data, planning of the work, or refining the methods and techniques to be used.

Level 4-5

325 points

The work includes varied duties requiring many different and unrelated processes and methods applied to a broad range of activities or substantial depth of analysis, typically for an administrative or professional field.

Decisions regarding what needs to be done include major areas of uncertainty in approach, methodology, or interpretation and evaluation processes resulting from such elements as continuing changes in program, technological developments, unknown phenomena, or conflicting requirements.

The work requires originating new techniques, establishing criteria, or developing new information.

Level 4-6

450 points

The work consists of broad functions and processes of an administrative or professional field. Assignments are characterized by breadth and intensity of effort and involve several phases being pursued concurrently or sequentially with the support of others within or outside of the organization.

Decisions regarding what needs to be done include largely undefined issues and elements, requiring extensive probing and analysis to determine the nature and scope of the problems.

The work requires continuing efforts to establish concepts, theories, or programs, or to resolve unyielding problems.

FACTOR 5, SCOPE AND EFFECT

Scope and Effect covers the relationship between the nature of the work, i.e., the purpose, breadth, and depth of the assignment, and the effect of work products or services both within and outside the organization.

In General Schedule occupations, effect measures such things as whether the work output facilitates the work of others, provides timely services of a personal nature, or impacts on the adequacy of research conclusions. The concept of effect alone does not provide sufficient information to properly understand and evaluate the impact of the position. The scope of the work completes the picture, allowing consistent evaluations. Only the effect of properly performed work is to be considered.

Level 5-1

25 points

The work involves the performance of specific, routine operations that include a few separate tasks or procedures.

The work product or service is required to facilitate the work of others; however, it has little impact beyond the immediate organizational unit or beyond the timely provision of limited services to others.

Level 5-2

75 points

The work involves the execution of specific rules, regulations, or procedures and typically comprises a complete segment of an assignment or project of broader scope.

The work product or service affects the accuracy, reliability, or acceptability of further processes or services.

Level 5-3

150 points

The work involves treating a variety of conventional problems, questions, or situations in conformance with established criteria.

The work product or service affects the design or operation of systems, programs, or equipment; the adequacy of such activities as field investigations, testing operations, or research conclusions; or the social, physical, and economic well being of persons.

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Factor 5, Scope and Effect (Cont'd)

Level 5-4

225 points

The work involves establishing criteria; formulating projects; assessing program effectiveness; or investigating or analyzing a variety of unusual conditions, problems, or questions.

The work product or service affects a wide range of agency activities, major activities of industrial concerns, or the operation of other agencies.

Level 5-5

325 points

The work involves isolating and defining unknown conditions, resolving critical problems, or developing new theories.

The work product or service affects the work of other experts, the development of major aspects of administrative or scientific programs or missions, or the well-being of substantial numbers of people.

Level 5-6

450 points

The work involves planning, developing, and carrying out vital administrative or scientific programs.

The programs are essential to the missions of the agency or affect large numbers of people on a long term or continuing basis.

POSITION-CLASSIFICATION STANDARDS

FACTOR 6, PERSONAL CONTACTS

This factor includes face-to-face contacts and telephone and radio dialogue with persons not in the supervisory chain. (NOTE: Personal contacts with supervisors are covered under Factor 2, Supervisory Controls.) Levels described under this factor are based on what is required to make the initial contact, the difficulty of communicating with those contacted, and the setting in which the contact takes place (e.g., the degree to which the employee and those contacted recognize their relative roles and authorities).

Above the lowest level, points should be credited under this factor only for contacts which are essential for successful performance of the work and which have a demonstrable impact on the difficulty and responsibility of the work performed.

The relationship of Factors 6 and 7 presumes that the same contacts will be evaluated for both factors. Therefore, use the personal contacts which serve as the basis for the level selected for Factor 7 as the basis for selecting a level for Factor 6.

Level 6-1

10 points

The personal contacts are with employees within the immediate organization, office, project, or work unit, and in related or support units;

AND/OR

The contacts are with members of the general public in very highly structured situations (e.g., the purpose of the contact and the question of with whom to deal are relatively clear). Typical of contacts at this level are purchases of admission tickets at a ticket window.

Level 6-2

25 points

The personal contacts are with employees in the same agency, but outside the immediate organization. People contacted generally are engaged in different functions, missions, and kinds of work, e.g., representatives from various levels within the agency such as headquarters, regional, district, or field offices or other operating offices in the immediate installations;

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POSITION-CLASSIFICATION STANDARDS

Factor 6, Personal Contacts (Cont'd)

The contacts are with members of the general public, as individuals or groups, in a moderately structured setting (e.g., the contacts are generally established on a routine basis, usually at the employee's work place; the exact purpose of the contact may be unclear at first to one or more of the parties; and one or more of the parties may be uninformed concerning the role and authority of other participants). Typical of contacts at this level are those with persons seeking airline reservations or with job applicants at a job information center.

*Level 6-3**60 points*

The personal contacts are with individuals or groups from outside the employing agency in a moderately unstructured setting (e.g., the contacts are not established on routine basis; the purpose and extent of each contact is different and the role and authority of each party is identified and developed during the course of the contact). Typical of contacts at this level are those with persons in their capacities as attorneys; contractors; or representatives of professional organizations, the news media, or public action groups.

*Level 6-4**110 points*

The personal contacts are with high-ranking officials from outside the employing agency at national or international levels in highly unstructured settings (e.g., contacts are characterized by problems such as: the officials may be relatively inaccessible; arrangements may have to be made for accompanying staff members; appointments may have to be made well in advance; each party may be very unclear as to the role and authority of the other; and each contact may be conducted under different ground rules). Typical of contacts at this level are those with members of Congress, leading representatives of foreign governments, presidents of large national or international firms, nationally recognized representatives of the news media, presidents of national unions, state governors, or mayors of large cities.

FACTOR 7, PURPOSE OF CONTACTS

In General Schedule occupations, purpose of personal contacts ranges from factual exchanges of information to situations involving significant or controversial issues and differing viewpoints, goals, or objectives. The personal contacts which serve as the basis for the level selected for this factor must be the same as the contacts which are the basis for the level selected for Factor 6.

*Level 7-1**20 points*

The purpose is to obtain, clarify, or give facts or information regardless of the nature of those facts, i.e., the facts or information may range from easily understood to highly technical.

*Level 7-2**50 points*

The purpose is to plan, coordinate, or advise on work efforts or to resolve operating problems by influencing or motivating individuals or groups who are working toward mutual goals and who have basically cooperative attitudes.

*Level 7-3**120 points*

The purpose is to influence, motivate, interrogate, or control persons or groups. At this level the persons contacted may be fearful, skeptical, uncooperative, or dangerous. Therefore, the employee must be skillful in approaching the individual or group in order to obtain the desired effect, such as, gaining compliance with established policies and regulations by persuasion or negotiation, or gaining information by establishing rapport with a suspicious informant.

*Level 7-4**220 points*

The purpose is to justify, defend, negotiate, or settle matters involving significant or controversial issues. Work at this level usually involves active participation in conferences, meetings, hearings, or presentations involving problems or issues of considerable consequence or importance. The persons contacted typically have diverse viewpoints, goals, or objectives requiring the employee to achieve a common understanding of the problem and a satisfactory solution by convincing them, arriving at a compromise, or developing suitable alternatives.

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FACTOR 8, PHYSICAL DEMANDS

The "Physical Demands" factor covers the requirements and physical demands placed on the employee by the work assignment. This includes physical characteristics and abilities (e.g., specific agility and dexterity requirements) and the physical exertion involved in the work (e.g., climbing, lifting, pushing, balancing, stooping, kneeling, crouching, crawling, or reaching). To some extent the frequency or intensity of physical exertion must also be considered, e.g., a job requiring prolonged standing involves more physical exertion than a job requiring intermittent standing.

NOTE: Regulations governing pay for irregular or intermittent duty involving unusual physical hardship or hazard are in Chapter 550, Federal Personnel Manual.

Level 8-1

5 points

The work is sedentary. Typically, the employee may sit comfortably to do the work. However, there may be some walking; standing; bending; carrying of light items such as papers, books, small parts; driving an automobile, etc. No special physical demands are required to perform the work.

Level 8-2

20 points

The work requires some physical exertion such as long periods of standing; walking over rough, uneven, or rocky surfaces; recurring bending, crouching, stooping, stretching, reaching, or similar activities; recurring lifting of moderately heavy items such as typewriters and record boxes. The work may require specific, but common, physical characteristics and abilities such as above-average agility and dexterity.

Level 8-3

50 points

The work requires considerable and strenuous physical exertion such as frequent climbing of tall ladders, lifting heavy objects over 50 pounds, crouching or crawling in restricted areas, and defending oneself or others against physical attack.

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FACTOR 9, WORK ENVIRONMENT

The "Work Environment" factor considers the risks and discomforts in the employee's physical surroundings or the nature of the work assigned and the safety regulations required. Although the use of safety precautions can practically eliminate a certain danger or discomfort, such situations typically place additional demands upon the employee in carrying out safety regulations and techniques.

NOTE: Regulations governing pay for irregular or intermittent duty involving unusual physical hardship or hazard are in Chapter 550, Federal Personnel Manual.

Level 9-1

5 points

The work environment involves everyday risks or discomforts which require normal safety precautions typical of such places as offices, meeting and training rooms, libraries, and residences or commercial vehicles, e.g., use of safe work practices with office equipment, avoidance of trips and falls, observance of fire regulations and traffic signals, etc. The work area is adequately lighted, heated, and ventilated.

Level 9-2

20 points

The work involves moderate risks or discomforts which require special safety precautions, e.g., working around moving parts, carts, or machines; with contagious diseases or irritant chemicals; etc. Employees may be required to use protective clothing or gear such as masks, gowns, coats, boots, goggles, gloves, or shields.

Level 9-3

50 points

The work environment involves high risks with exposure to potentially dangerous situations or unusual environmental stress which require a range of safety and other precautions, e.g., working at great heights under extreme outdoor weather conditions, subject to possible physical attack or mob conditions, or similar situations where conditions cannot be controlled.

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FACTOR EVALUATION SYSTEM
GRADE CONVERSION TABLE

<i>GS Grade</i>	<i>Range</i>
1	190-250
2	255-450
3	455-650
4	655-850
5	855-1100
6	1105-1350
7	1355-1600
8	1605-1850
9	1855-2100
10	2105-2350
11	2355-2750
12	2755-3150
13	3155-3600
14	3605-4050
15	4055-up

Position: _____ Location: _____

Organization: _____ Position Grade Level: _____

Incumbent: _____ Date: _____

FACTOR EVALUATION SYSTEMEvaluation Matrix

<u>Factors</u>	<u>Degrees</u>								
	1	2	3	4	5	6	7	8	9
1. Knowledge									
2. Supervisory Controls									
3. Guidelines									
4. Complexity									
5. Scope and Effect									
6. Personal Contacts									
7. Purpose of Contacts									
8. Physical Demands									
9. Work Environment									

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